

## DOCUMENT RESUME

ED 237 754

CE 037 751

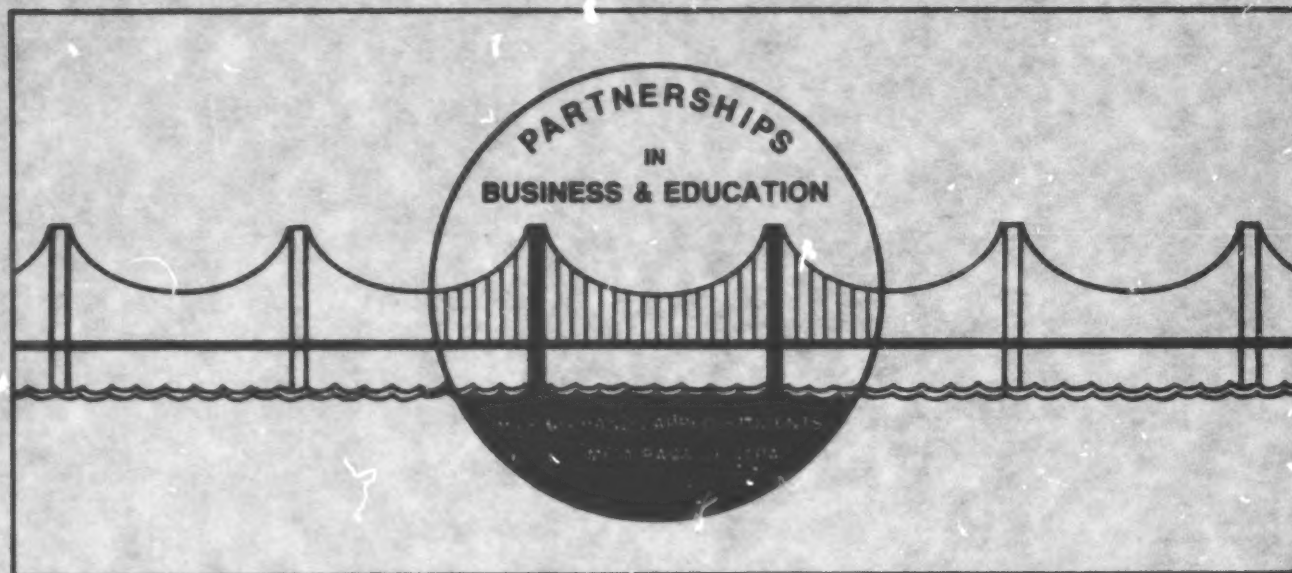
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TITLE Utilizing the Job Training Partnership Act Funds for the Vocational Education, Training and Employment of Special Needs Students.  
INSTITUTION Wisconsin Univ., Madison. Vocational Studies Center.  
SPONS AGENCY Office of Special Education and Rehabilitative Services (ED), Washington, DC.  
PUB DATE 4 Dec 83  
NOTE 15p.; Paper presented at the American Vocational Association Convention (Anaheim, CA, December 4, 1983).  
PUB TYPE Viewpoints (120) -- Speeches/Conference Papers (150)  
EDRS PRICE MF01/PC01 Plus Postage.  
DESCRIPTORS Access to Education; \*Disabilities; Educational Finance; Educational Legislation; Educational Needs; Enrollment; Federal Aid; \*Federal Legislation; \*Financial Support; Grants; Guidelines; Incentive Grants; \*Job Training; Postsecondary Education; Program Development; Program Implementation; School Business Relationship; Secondary Education; Special Education; State Programs; Student Financial Aid; \*Vocational Education; Vocational Rehabilitation; Youth Employment; Youth Programs  
IDENTIFIERS \*Job Training Partnership Act 1982

## ABSTRACT

This presentation is designed to assist vocational educators and others involved in the development and implementation of an advisory role to ensure that handicapped individuals have an opportunity to participate in the Job Training Partnership Act (JTPA) programs. Discussed in the first part of the paper is the meaning of the JTPA for handicapped individuals. The next section of the presentation focuses on the special needs of handicapped individuals for vocational rehabilitative services, on the provisions for such services in currently existing federal legislation, and on the costs incurred by the public and private sectors in providing such services. Covered in an examination of the importance of the private industry council (PIC) are procedures for becoming a member of a PIC, guidelines for evaluating a PIC, and types of JTPA services and activities that can benefit handicapped youth. Timelines for developing a PIC job training plan and procedures for enrolling handicapped students in JTPA programs are provided. The final sections of the paper explain the steps for obtaining and guidelines for using (1) JTPA 8 percent monies to state educational agencies, (2) 6 percent monies for incentive grants, and (3) Title IIB summer youth employment and training funds. (MN)

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Utilizing the Job Training Partnership Act Funds  
for the Vocational Education, Training and  
Employment of Special Needs Students

by

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Presented at

The 1983 American Vocational Association Convention  
Special Needs Division

Anaheim, California  
December 4, 1983

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Education, Office of Special Education and Rehabilitative  
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## The Job Training Partnership Act

On October 1, 1983 the Job Training Partnership Act (Public Law 97-300) replaced the Comprehensive Employment and Training Act as the major employment and training legislation. Under JTPA the funds (3.7 billion in 1983-1984) go from the Federal Government (Department of Labor) to the Governors of each state. To disperse these funds, each governor appoints a State Job Training Coordinating Council, which then proposes to the Governor the designated Service Delivery Areas (SDA). (See Figure One on Page 2). Service Delivery Areas are comprised of a State or one or more units of general local government. Service Delivery Areas must be a local government with a population of 200,000 or more or any consortium of contiguous units of general local government with an aggregate population of 200,000 or more.

The Chief locally elected officials in each SDA consider nominations from various agencies in the SDA and then appoint a Private Industry Council to develop a job training plan for spending the JTPA funds. After approving these plans, the governor distributes JTPA funds to the Private Industry Council or its designee in each SDA.

Seventy percent of the funds must be used for training for jobs in the private sector. Forty percent of the Title IIA monies must go to State education programs and six percent shall be used by the Governor to provide incentive grants for programs exceeding performance standards, including incentives for serving hard to serve individuals.

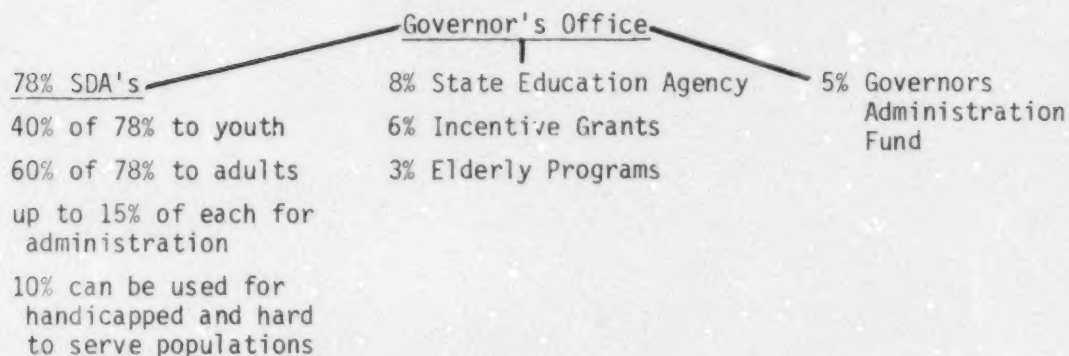
Ten percent of the monies to be spent on training can be used for handicapped and other hard to serve populations. JTPA participants must be economically disadvantaged to be eligible for training. However, any handicapped person between 16-21 years old can be considered as a "family of one" in determining whether or not he or she meets the income eligibility requirement of economically disadvantaged.

### *What JTPA Means for Handicapped Individuals*

JTPA offers an opportunity for handicapped youth to participate in Job Training programs. Funds are not specifically set aside exclusively for handicapped persons. JTPA says in essence that funds can be used

Figure One

Disbursement of Funds Under Title IIA of PL 97-300



Separate Money Disbursements

|            |                                                           |
|------------|-----------------------------------------------------------|
| Title II B | Summer Youth Employment and Training Programs             |
| Title III  | Employment and Training Assistance for Dislocated Workers |
| Title IV-B | Job Corps                                                 |

for job training for the handicapped population, especially youth aged 16-21. A strong advocacy role by vocational and special educators to the Private Industry Councils and to the State Education agencies can result in a significant amount of training activities being made available for handicapped individuals.

Purpose of this Presentation

This presentation is designed to assist vocational educators and others in the development and implementation of an advocacy role to assure that handicapped individuals have an opportunity to participate in the Job Training Partnership Act programs.

Answering the Opposition

Persons who are not familiar with the specific methods of providing services to handicapped individuals may believe that sufficient services

are already available for job training and employment. Some questions commonly asked about the education and employment of handicapped individuals are printed below along with the appropriate answers.

- Q. Why should JIIPA-funded skill training programs pay special attention to serving handicapped youth? Aren't these youth taken care of by their special education teachers and the State Vocational Rehabilitation Program?
- A. If handicapped youth are to become employed adults they will need training in specific occupational skills. Special educators cannot do this alone because:
1. NOTHING in their teacher preparation programs prepares them to instruct handicapped students in specific job skills (electronics repair, welding, food service, and so forth).
  2. Their professional mission is to instruct handicapped youth in basic and other academic skills, and help students develop job readiness skills (promptness, following directions, and so forth).

Vocational Rehabilitation Counselors are not the sole solution either, because:

1. NOTHING in their counselor preparation programs prepared them to instruct handicapped persons *in specific job skills*.
2. Their professional mission, mandated by law, is to serve first the most severely disabled applicants who qualify for service. Most handicapped youth are not severely disabled.
3. The rehabilitation counselor's job has four major parts: career/vocational counseling, purchase of vocational training and other services for handicapped persons from various agencies, coordination of services provided to Vocational Rehabilitation clients by others, and (sometimes) job placement.
4. Limits on Vocational Rehabilitation Program Resources prevent any substantial increase in the number of handicapped persons served unless the level of service was "watered down" so much that its value to anyone would be questionable. Currently Vocational Rehabilitation serves about 50,000 handicapped persons ages 16-24 each year across the country with priority given to severely disabled persons. The nation's public schools are currently releasing about 350,000 handicapped students per year. Thus, at least 300,000 handicapped youth are not and can not, be served through Vocational Rehabilitation

without both a massive increase in its budget and a change in its mission regarding who should be served first.

So, of the current level of unemployment for handicapped adults (between 50 and 75%) is to be reduced, handicapped youth must receive specific job skill training to enable them to enter the work force with dignity rather than face years of substantial or complete dependency on federal, state and local social programs. One of the most appropriate sources of that specific skill training is JTPA-funded programming. The JTPA job preparation effort, if carried out as designed, can provide handicapped youth with the means to attain greater economic independence and the dignity which accompanies it.

Q. Even if we train handicapped persons in specific job skills, won't it cost employers a lot of money to accommodate them in the workplace?

A. *No.* The U.S. Dept. of Labor conducted a 20 month study (1981-82) of 2,000 federal contractors to determine the nature, extent and cost of accommodations made for handicapped individuals.

Results:

1. 51% (488) of the 915 firms responding reported no costs were incurred when accommodating handicapped individuals.
2. An additional 30% (278) of the firms responding reported costs which were less than \$500.
3. Only 8% (73) of the respondents reported costs of more than \$2,000.

Of all reported accommodations,

1. 21.0% were adaptations of the work environment and location
2. 15.2% were provision of special equipment and assistance
3. 22.9% were job modifications
4. 13.9% were "training and transfer" accommodations
5. 18% were "orientation" accommodations.

Reference: U.S. Dept. of Labor, Employment Standards Administration.  
A Study of Accommodations Provided to Handicapped Employees  
by Federal Contractors. Final Report, June 17, 1982.

Q. Are handicapped employees a safety hazard and a drain on productivity?

A. No. For example, in a 1981 study entitled Equal to the Task<sup>1</sup>, the DuPont company found that the great majority of its 2,745 identified handicapped employees performed at average levels or above in safety, attendance, and job duties. To carry out this study, DuPont supervisors were asked to rate handicapped employees in safety, performance of job duties, and attendance, and requested to do a peer comparison using a sample of non-impaired workers. According to the study, five key elements contributed to the successful performance of handicapped employees:

1. Management concern for the safety and well-being of all employees.
2. Careful placement of handicapped employees to maximize their abilities.
3. An effective safety program.
4. Cooperation of non-handicapped employees.
5. Reasonable accommodations to address the special needs of handicapped employees. The cost of most accommodations was nominal.

#### The Importance of the Private Industry Council

The Private Industry Councils are appointed by the Chief Locally Elected Official (LEO), usually the chairperson of the county board. The LEO considers nominations from general purpose organizations from the private sector, which must constitute a majority of the PIC membership. The remaining PIC membership is made up of representatives from education agencies, vocational education institutions, institutions of higher education and by private schools. These non-business members can be nominated by interested organizations.

Private Industry Councils choose a chairperson and a staff to develop and implement a job training plan. The job training plan constitutes the PIC's method of spending the allotted JTPA funds. It is therefore extremely important that the PIC membership include persons who will advocate the needs of handicapped people as the PIC Job Training plan is developed.

<sup>1</sup>Copies of Equal to the Task are available while supplies last from E.I. DuPont de Nemours and Company, Inc., Public Affairs Dept., 8084 DuPont Building, Wilmington, DE 19898.

PIC members are appointed for fixed and staggered terms. Thus nominations and selections for PIC membership occur annually. PIC members also have the power to increase or decrease their membership.

#### *Becoming a Member of the PIC*

Since the Chief Locally Elected Official appoints PIC members lobbying for PIC membership should be directed at the LEO. The following steps are designed to help advocates for handicapped people become PIC members and should be followed by a coalition of agencies interested in improving the independence of handicapped youth.

1. Identify the PIC Chairperson and locally elected officials who influence PIC membership selection.
2. Identify an articulate advocate who is knowledgeable about the needs of handicapped youth and the needs of the handicapped community.
3. Send a letter to the Chief LEO nominating the selected advocate(s) to the PIC.
4. Several key community leaders should send letters to the LEO outlining a rationale for the appointment of the advocate.
5. At election time the handicapped community should back Chief LEO candidates who will work for the needs of handicapped youth.

#### *Evaluating Your PIC Plan*

PIC Job Training Plans are carried out by the PIC staff members and are public information. The PIC staff, with the advice of the PIC members usually decide on the type of job training activities they will support and then issue requests for proposals to implement these activities. A review of the PIC job training plan will reveal the opportunities or lack of opportunities for handicapped youth to participate in JTPA activities. Questions to ask about the PIC Job Training Plan include:

1. Has the PIC used the "family of one" definition to determine the eligibility of handicapped youth aged 16-21?
2. Have funds or programs been provided for handicapped youth?

3. Are opportunities available for handicapped youth to participate in training programs such as a specific number or percentage of training slots reserved for handicapped youth?
4. Is the evidence of success of the programs evaluated by the number of handicapped youth served?
5. Are existing providers of service to handicapped youth encouraged to apply for JTPA funding?

*Types of JTPA Services and Activities which Can Benefit Handicapped Youth*

1. job search assistance
2. job counseling
3. remedial education and basic skills training
4. institutional skill training
5. training by the private sector
6. awareness of employment and training services
7. developing work habits
8. supportive service for retraining
9. upgrading and retraining
10. education to work transition activities
11. literacy and bilingual training
12. work experience
13. advanced career training
14. vocational exploration
15. on the job training
16. job development
17. employment generating activities to increase job opportunities
18. pre-apprenticeship programs
19. dissemination of information about program activities to employers
20. development of job openings
21. followup services with participants who are placed in unsubsidized employment
22. coordinated programs with other Federal employment related activities
23. needs based payments necessary to participate
24. customized training where an employer hires individual after training

### Timelines for Developing the PIC Job Training Plan

The transition period from the Comprehensive Employment and Training Act to the JTPA is October 1, 1983 to June 30, 1984. Prior to October 1, 1983 the Private Industry Councils were to be established, job training plans developed, requests for proposals issued and the JTPA programs implemented by the local PIC's. The administrative authority for the nation's job training was shifted from the Federal level to the State level. This transfer has been a huge and frustrating task with many delays occurring.

Private Industry Councils are now in the process of developing a revised job training plan for the July 1, 1984 to June 30, 1986 period. An extremely timely opportunity now exists for educators of handicapped students to assess the status of existing JTPA plans and influence the new job training plan as it reflects participation of handicapped youth and adults. Although PIC's can theoretically make adjustments in their job training plans during the 1984-1986 period, the next realistic opportunity to exert influence on job training plan will be during the development of the 1986 - 1988 plan. Therefore, it is of utmost importance that educators of handicapped students act now.

The National Alliance of Business has proposed a Planning Calendar for Private Industry Councils to follow in the development of the 1984 - 1986 job training plan. This is only a suggested timeline.<sup>2</sup> However, the PIC's will be following a similar timeline if they are to complete their task on time. Advocates for handicapped students need to identify the timelines set by their local PIC's. The National Alliance of Business Planning Calendar is printed below:

#### October 1 - March 2, 1984

Assessment of employers and trainee needs. Analysis of current system and program to determine its appropriateness and effectiveness. Development of proposed two-year plan.

<sup>2</sup>Work America, Planning Calendar, Washington, D.C. National Alliance of Business Vol. 1, No. 1, October, 1983.

March 2, 1984

Local service delivery area's proposed plan circulated for review and comment to state legislatures, education agencies, labor organizations and the general public.

April 12, 1984

Final local plan approved by the council and chief local elected official is submitted to governor. *Within 15 days*, interested parties may petition governor for disapproval according to conditions in Section 105(b) (3) (A) of the act. The law permits the governor to extend the period of review of local plans from 30 to 45 days in cases where a disapproval petition is filed. This situation would extend each subsequent step in the approval process by 15 days.

May 12, 1984

Governor must approve or disapprove local plan according to criteria in Section 105(b) (1). Any plan disapproved by the governor may be appealed by the council and local elected official, within 30 days of the governor's decision, to the Secretary of Labor, who must make a final decision within 45 days of receipt of the appeal.

June 1, 1984

If plan is disapproved, the council and local elected official must resubmit a modified plan (within 20 days of disapproval).

June 15, 1984

Governor makes final approval/disapproval of modified plan.

July 1, 1984

Program year begins. Approved plan takes effect.

#### Enrolling Handicapped Students in JTPA Programs

*Step One* will be to identify eligible handicapped students and their specific needs. *Step Two* is to identify JTPA funded programs in the Service Delivery Area and *Step Three* is to match students with programs. As one can see from the list of types of JTPA services and programs there exists a number of options for handicapped students. It is also possible

and practical that the local education agency could submit a proposal to the PIC to develop an in-school program to serve handicapped youth. Many PIC's are funding in-school youth programs.

*Step Four* is to contact the person directing the selected JTPA program and make arrangements to enroll the handicapped student. Handicapped students are eligible for in-school youth programs during the regular school year and could benefit from appropriate JTPA summer programs. (See Page 12) JTPA programs can serve as a transition from school to work for the graduating handicapped students.

If an appropriate JTPA program is not available for handicapped youth, steps can be taken to remedy the situation.

#### *What Recourse is There if Programming is Not Available?*

Several options are available to persons who are dissatisfied with the PIC job training plan. The option which should be used first is to express the concerns to the director of the PIC staff and the chairperson of the PIC verbally. The next person to receive the concerns would be the locally elected official(s) who appoints PIC members. Next in line would be the Governor's Employment and Training organization responsible for the development and implementation of the state's JTPA. The State Job Training and Coordinating Council which advises the Governor on JTPA implementation would be next in line, followed by the Governor.

Other remedies include getting advocates appointed to the PIC and working for the election of LEO's who are receptive to the needs of handicapped youth.

#### What About the Eight Percent Monies to the State Education Agencies?

Eight percent of the Title IIA funds going to the states are allotted to carry out state education programs. The funds are to be used by the Governor to provide financial assistance to any State Education agency responsible for education and training. Funds can be used to:

1. provide services for eligible participants through cooperative agreements between state education agency or agencies, administrative entities in service delivery areas, local education agencies, and
2. to facilitate coordination of education and training services for eligible participants through such cooperative agreements.

Not more than 20 percent of the funds can be used for coordination. The remaining 80 percent of the funds must be matched by the State or local education agency. If no cooperative agreement on the use of funds is reached the funds shall then be available to the Governor for use in the Governor's Coordination and Special Services Plan. The Governor's Coordination and Special Services Plan may include funds to:

1. develop information and technical assistance in developing and implementing plans and programs.
2. carry out special model training and employment programs.
3. provide programs and related services to offenders
4. create special programs and services designed to meet the needs of rural areas.

The above is a partial list of uses for these funds. Advocates for handicapped youth need to find out the status of the eight percent monies and request that the State Education agencies provide opportunities to handicapped youth with a portion of these funds. If no cooperative agreements are made through the SEA's then there is still an opportunity to receive funds through the Governor's Coordination and Special Services Plan. For instance, a model training and employment program for handicapped youth could be funded to a local education agency.

#### What About the Six Percent Monies to Be Used for Incentive Grants?

Monies under the six percent allotment to each state are to be used by the Governor to provide incentive grants for programs exceeding performance standards including incentives for serving hard-to-serve individuals. The six percent monies provide yet another source of funds which could be used for handicapped youth.

### What About Title IIB Summer Youth Employment and Training?

Funds under Title IIB may be used for:

1. basic and remedial education
2. institution and on the job training
3. work experience programs
4. employment counseling
5. occupational training preparation
6. preparation for work
7. outreach and enrollment activities
8. employability assessment
9. job referral and placement
10. job search and job club activities
11. any other employment or job training activity designed to give employment to eligible individuals or prepare them for and place them in employment.
12. supportive services necessary to enable such individuals to participate in the program.

Handicapped students at the upper secondary levels are in a good position to benefit from the summer youth employment and training programs. The in-school handicapped youth already have their assessments and Individualized Education Plans (IEP) completed. Their IEPs would surely call for many of the 12 activities and services for which funds may be used. Educators can again advocate for their students by being active in enrolling handicapped students in summer JTPA programs.

Private Industry Councils are charged with the planning and administration of the summer youth employment and training program. Thus, the same local persons contacted under the 40 percent funding category would be able to provide information about summer training. These persons are the PIC chair and staff persons and the Locally Elected Official.